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HOUSING REHABILITATION IN ONTARIO: WORK PROGRAMS TO RESOLVE THE PROBLEMS

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A REPORT PREPARED FOR THE
COMMUNITY RENEWAL BRANCH
MINISTRY OF HOUSING

BY

**PETER
BARNARD
ASSOCIATES**

APRIL 1975

Gift from Dr. J. Hitchcock.

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IN ONTARIO:
WORK PROGRAMS TO
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236 King Street East,
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416/862-0101

March 21, 1975.

Mr. J.F. Brown,
Director,
Community Renewal Branch,
Ministry of Housing,
Queen's Park,
Toronto, Ontario.

Dear Jack:

We are pleased to submit this report of our study on a housing rehabilitation work program for the Community Renewal Branch. The report documents six work programs, each of which is aimed at countering rehabilitation related problems that have arisen in the municipal implementation of RRAP and OHRP. These programs, to be carried out by the Community Renewal Branch, are the results of a thorough understanding of the rehabilitation problems that many municipalities are facing and are based on an investigation of some fifteen municipalities in different parts of Ontario at varying stages of implementing RRAP and OHRP.

Before presenting this report, we should first like to briefly discuss its background, the issues around which the work centered, and our findings and recommendations.

**BACKGROUND AND
MAJOR ISSUES**

The Community Renewal Branch is responsible for marketing the rehabilitation programs in Ontario and helping municipalities implement these programs effectively. Experience to date, not only in Ontario, but also in the rest of Canada has caused the Branch some concern over the problems that municipalities have been encountering.

While the CRB is currently doing several things to help municipalities and while there are practical limits as to the extent of help it can offer, the Branch felt it could be doing more to help municipalities more effectively implement the programs. Accordingly, the CRB asked us to develop a work program, addressing some of the more critical rehabilitation problems, which it could follow.

While the main objective of the study was to develop the work program, our work centered around four major issues:

1. What are the major rehab problems in Ontario that will have to be overcome? This involved the identification and understanding of the rehab problems in Ontario and an assessment of their priorities in light of the seriousness with which they could inhibit effective rehabilitation implementation.
2. What needs to be done to resolve these problems? For each problem, a range of possible strategies to overcome the problem was developed.
3. What is the role of the Community Renewal Branch in resolving these problems? Because the CRB is not the only group committed to resolving the problems, it was necessary to look at and assess its role and match strategies which would be consistent with that role.
4. What is an appropriate work program, consistent with the role, for the CRB to carry out? Given the constraints of practicality and several other criteria, the range of possible strategies were refined into a feasible series of work programs.

SUMMARY OF FINDINGS AND RECOMMENDATIONS

We have concluded that several rehabilitation problems exist which the CRB could deal with. In order of priority they are:

- There is a shortage of municipalities that have property standards officers and there is a shortage of qualified property standards officers currently employed by municipalities. Municipal PSO's are the focal point of the rehabilitation programs because housing inspection is prerequisite to loan/grant applications. Not only do many municipalities, particularly the smaller ones, not have property and maintenance standard bylaws and thus to date no need for inspection resources for existing housing, but also the inspection demands of RRAP and OHRP overload the current supply of PSO's. In addition, the current experience of existing PSO's is largely with new construction, with the exception of those in some larger communities who have been enforcing their housing standards bylaws for some time.
- There is a high probability of a shortage of skilled tradesmen interested in doing the rehabilitation work. While not actually confirmed that a shortage exists, there is sufficient evidence which suggests a possible shortage, especially in smaller communities. It appears that tradesmen, to date, have been generally uninformed about the programs which could account for the difficulty some residents have had in getting competitive contractor estimates. As important, however, is a general contractor preference for new construction work, and a general lack of incentives for tradesmen to enter government-sponsored rehabilitation.
- Municipal apprehension with respect to the programs has led to somewhat uncommitted municipal administrators and decision makers. A lack of total commitment of municipalities to the programs could inhibit the chances of successful implementation, and it appears that some municipalities are somewhat apprehensive for several reasons. First, many communities, particularly smaller ones, lack some of the skills required to implement the programs. Second, the municipal administrative requirements are extensive and create an overload situation in those communities who have limited staff and are not willing to hire additional resources. Finally, there is some fear that the programs will end in the short term -- a fear founded on previous experience with urban renewal.

We have assessed the role of the Branch and have concluded it to be very appropriate. However, while the Branch is currently doing many things to aid municipalities, it could be doing more and improving those strategies presently being used. Because of this, our work programs have included several strategies that are currently being employed by the CRB.

Each of the six programs has an objective that has evolved from our understanding of the problems.

1. Increase the supply of PSO's in municipalities who either have none or insufficient numbers of them. Since municipalities are required to adopt minimum standards bylaws and municipal PSO's are needed to enforce them, municipalities must be encouraged to hire their own PSO's. To do this, the Branch should:
 - Encourage communities in need to hire PSO's and in communities where the demand is insufficient to justify a full time officer, encourage several communities to collectively hire one full time PSO to service area.
 - Consider developing a policy which makes the municipal adoption of a maintenance and occupancy standards bylaw mandatory for OHRP applications.
 - Encourage community and technical colleges to set up career oriented, certificate courses in assessing need, estimating costs, bylaw interpretation and enforcement, and social/psychological aspects of PSO-resident relationship.
2. Upgrade the quality of inspection done by PSO's currently employed by municipalities. Given the difficulty in assessing the need for and estimating the costs of repair, the relative lack of experience in Ontario with inspecting the existing housing stock, and the changing role of the property standards officer, there is the need to upgrade the skills of these officers currently employed by municipalities. To do that, the Branch should:

- Conduct seminars and workshops, at regional level, which deal with the quality of inspection.
 - Encourage community and technical colleges to set up inspection courses for retraining existing PSO's.
3. Ensure an adequate supply of skilled tradesmen for doing the rehab work, in areas of shortage. The thrust of this work program is based on the premise that the skills to do the work exist and that some attempt should be made to attract these skills into the government-sponsored rehabilitation programs. The work program has three components:
- Publicize the rehab programs to contractors and contractor associations.
 - Encourage municipalities to recommend to groups of neighbours, where applicable, to "pool" contracts.
 - Encourage community and technical colleges to add optional rehab courses to existing contractor curricula.
4. Encourage home-owner "sweat equity" and non-profit involvement either to limit the dependency on private contractors or, on its own merit, to involve residents in the physical work. If it becomes apparent that a shortage of contractors does exist, residents should be encouraged to partake in home-owner "sweat equity". However, rather than promote this concept as a means of compensating for a contractor shortage, "sweat equity" based on its own merit and the desirability of involving residents in the physical work, could be encouraged. To help in this respect, the Branch should:
- Develop a policy which deals with home-owner "sweat equity" in OHRP.
 - Encourage municipalities to promote home-owner "sweat equity", if the concept is determined to be favourable.

- Develop a "how-to-rehab-your-home" manual and a "how-to-maintain-your-home" manual.
 - Encourage non-profit groups to get involved in rehabilitation work.
5. Provide sufficient on-site support to enable municipalities to deal effectively with day-to-day problems. Several of the smaller communities, who lack both the skills and experience in dealing with these programs require technical assistance in many aspects of implementation. Often this assistance can most effectively be provided by the Community Renewal Officers on location within the municipality -- that is, provided these officers have sufficient time away from other responsibilities to spend within these municipalities. In this instance, the Branch should look into the feasibility of:
- Providing some of the skills which are lacking in municipalities and providing more on-site information, through the Community Renewal Officers, at least in the start-up phases of the rehab programs.
6. Provide municipalities with complete and up-to-date information. To reduce some of the demands placed on Community Renewal Officers, this work program stresses the constant updating and review of communication tools currently being used to market and help municipalities implement the rehab programs. The Branch could:
- Review the effectiveness of current slide presentations on OHRP and NIP/RRAP.
 - Develop and update a resource kit for municipalities which identifies all funding programs and piggybacking opportunities.
 - Update current brochure which answers common municipal questions about the programs.
 - Prepare and distribute, through Ministry's existing periodicals, a monthly newsletter to municipalities.

**PETER
BARNARD
ASSOCIATES**

We have enjoyed this opportunity of working with the Community Renewal Branch and of providing a further contribution to the rehabilitation field. We feel that these work programs add to and compliment the worthwhile strategies currently being employed by the Branch and that the Branch is and will continue to play a vital role in the implementation of the rehabilitation programs.

Respectfully submitted,

Peter Barnard Associate

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1. THE MAJOR PROBLEMS.

The success of the Federal RRAP and the Provincial OHRP will ultimately be determined by the number of dwelling units that are rehabilitated and the quality of that workmanship. However, experience to date, in Canada with RRAP and its predecessor demonstration projects has identified several rehabilitation related problems that could inhibit successful implementation. In addition, the experience thus far in Ontario with OHRP has reinforced the conclusion that rehabilitation problems exist which should be overcome.

Our survey of several municipalities in various parts of Ontario has confirmed the existence of three major problems:

1. There is a shortage of municipalities that have property standards officers and there is a shortage of qualified property standards officers currently employed by municipalities.
2. There is a high probability of a shortage of skilled tradesmen interested in doing the rehabilitation work.
3. Municipal apprehension with respect to the programs has led to somewhat uncommitted municipal administrators and decision makers.

Because the magnitude of these problems appears to vary with the size of municipality, and because larger

communities are better equipped to handle these problems, the Community Renewal Branch should give special attention to smaller municipalities.

SHORTAGE OF MUNICIPALITIES WITH PSO'S AND SHORTAGE OF QUALIFIED PSO'S

The property standards officer is a vital part of any housing rehabilitation program. This is because the inspection of a dwelling unit is an integral part of any application for rehabilitation funds by a homeowner or landlord. We have concluded, from our discussions that several Ontario municipalities, either do not have any PSO's, have insufficient numbers of them, or employ officers who are not fully qualified. In light of the inspection demands of RRAP and OHRP which overload the current supply of PSO's, the need to resolve this problem is even more critical.

There are several reasons for the existence of this problem:

- There is a general lack of maintenance and occupancy standards bylaws in Ontario. To date, many municipalities have either not perceived the need of standards for existing housing or have been reluctant to introduce and/or enforce them; therefore, there has been no need to maintain an inspection staff, other than, of course, for new construction. Because of this, one of the objectives of both RRAP and OHRP has been to demonstrate to municipalities

the need for an ongoing municipal property maintenance program and the adoption of minimum standards bylaws which could be enforced.

- There is a general municipal reluctance to hire property standards officers. Some municipalities are reluctant to hire these officers for one of several reasons: (1) They fear that the adoption and subsequent enforcement of minimum standards bylaws may lead to municipal-citizen conflict; (2) They are unwilling to add to municipal overhead by paying the salaries; (3) smaller municipalities do not, and rightly so, perceive sufficient demand as to justify a full time officer; and as important, (4) they are reluctant to staff up for fear the programs will end in the short term, a fear founded on previous urban renewal experience. For these reasons, it appears that municipalities lack some understanding of a long term goal of the programs -- the implementation of a full scale, ongoing municipal property maintenance and enforcement program, run by municipalities themselves.
- Current experience is largely with new construction inspection and the role of the PSO is changing. Currently, there exists a supply of PSO's who are relatively inexperienced in rehab inspection and bylaw enforcement. In part this is due to a general lack of standards bylaws and hence no need to really inspect the existing housing stock. In general, the inspection staff has been oriented to the inspection of new buildings for which standards existed

and could be enforced relatively easily. Clearly the skills required for assessing the need for and estimating the costs of repair in rehabilitation, which are difficult tasks, at best, are not necessarily acquired in or transferable from the new construction arena. In addition, the role of the PSO is changing and he is required to have an awareness of the social and psychological implications of housing inspection and bylaw enforcement. He may be required to become more integrated with socially oriented municipal groups who have a high degree of contact with lower income residents at whom the rehabilitation programs are directed. While the PSO is not the only link between "city hall" and the citizens, he is a significant link and his responsible representation of the municipality appears to be becoming increasingly more important.

- There has been, until recently, a general lack of training programs for developing and improving the skills required for rehab inspection. In addition to the social and psychological skills required of the contemporary PSO, the skills of assessing the need for repair according to set standards and preparing cost estimates are of prime importance. Currently, there are no "licencing" or certificate courses in rehabilitation inspection and with the exception of recent training seminars, sponsored by the CRB, CMHC and one or two municipalities, very little has been done in the way of formalized training for PSO's.

We have presented the inspection problem first because it is felt to be the most important of the rehabilitation problems. Given the need for housing inspection

in conjunction with citizen application for funds and a long term goal of an ongoing municipal property maintenance and bylaw enforcement program, the need for qualified property standards officers in all municipalities is paramount to the ultimate success of the rehabilitation programs.

POTENTIAL SHORTAGE OF INTERESTED AND QUALIFIED TRADESMEN

The effectiveness of both RRAP and OHRP could be hampered if the people to carry out the actual rehabilitation work are either not available or not qualified. Because of the importance of tradesmen in several aspects of rehabilitation -- scheduling, cost estimating, and workmanship -- their availability will contribute greatly to the success of the programs. While not actually confirmed that a shortage exists, several municipalities have expressed a difficulty, on the part of their citizens, in obtaining several competitive contractor estimates and fear that few contractors are interested. For that reason and others, we have concluded that there is a high probability of a potential shortage of interested tradesmen, especially in smaller communities.

- Many contractors, who possibly could be interested, are generally unaware of the programs. While some communities in Ontario have had trouble finding interested and qualified tradesmen, the extent of the problem varies among cities and appears to be largely dependent on the extent of the private

market for rehabilitation work. Large cities with older housing stocks typically have a large private market and therefore have a greater supply of contractors experienced with this type of work. However, the availability of these people for government-assisted rehabilitation work depends on whether or not the private market is active, since these smaller contractors tend to be wary of public work. Based on some discussions with contractors, we feel that no real attempt has been made by government to approach the private sector and thoroughly and professionally market the programs to them, which has resulted in contractors being generally uninformed of the opportunity that has been created by the rehabilitation programs. This lack of government-contractor contact is in part due to a municipal fear of showing "preference" and some indecision as to which level of government, if any, should be responsible for approaching contractors.

- Little effort is being made to train and develop contractors specifically for rehabilitation work. While community and technical colleges currently offer courses in many of the skills needed in rehab, they are oriented to new construction. Thus, there has been a tendency for these apprentices to enter the new construction field. To our knowledge, there are no college training courses specifically aimed at developing rehabilitation contractors.

- There is a general lack of incentives to enter the rehabilitation field. Very little effort has been made to attract competent contractors into rehab from other areas or into government sponsored rehab from the private rehabilitation market. For several reasons, this would be a difficult task: first, rehabilitation construction can be financially risky. The absolute profit from a single house is relatively small, assuming the average cost to rehab a house is \$3,500 - \$4,000. Moreover, the difficulty in estimating costs of repair has led to fear of fixed-fee contracts. Second, previous experience of frustrations in dealing with governments has proven to be an inhibiting factor in attracting contractors. Finally, most contractors, particularly the larger ones, have been heavily involved in the more attractive new construction field and have not had an incentive great enough to attract them into the rehab field. New construction typically offers larger contracts, less risk due to relatively easy estimating, and a cleaner work environment.

Clearly, if a shortage of competent tradesmen does become evident in certain areas, steps should be taken to ensure an adequate supply of these people to do the rehab work.

SOMEWHAT UNCOMMITTED MUNICIPAL ADMINISTRATORS AND DECISION MAKERS

A key to the programs is the municipalities ability to effectively implement them. Successful implementation requires that a thorough understanding be had of the programs and that the municipalities have sufficient skills and resources to do an effective job. And this requires municipal commitment to making the programs a success.

It appears that several municipalities in Ontario are apprehensive about the rehabilitation programs which has led to them being somewhat uncommitted. In part, this is due to:

- There is a lack of comprehensive understanding of the goals of the rehabilitation programs. Much of the apprehension stems from a fear, founded in previous urban renewal experience, that the programs will end in the near future and thus end any incentive to maintain the existing housing stock. This fear has resulted in a general reluctance to add resources to the municipal overhead, and adopt and enforce a housing standards bylaw. However, this apprehension clearly reflects a lack of understanding as to what the rehab programs are trying to accomplish -- an ongoing municipal program of property maintenance and bylaw enforcement run by and largely financed by the municipalities of Ontario.

- Extensive municipal effort and knowledge is required to implement and administer programs. Municipalities are required to make a large investment in resources to properly implement and administer the programs. Largely because of a lack of experience with rehabilitation and thus a lack of skills and because of a general reluctance to absorb additional overhead (stemming from the above point), several municipalities, particularly smaller ones, appear to be somewhat reluctant to increase their costs and workload. Without a total commitment from municipalities, it would be unrealistic to expect them to absorb the administrative costs which are not fully subsidized by the programs. Moreover, in addition to the inspection skills needed, several communities lack the legal, financial and economic skills as they relate to rehabilitation.

While these may be understandable reasons for some municipalities to be apprehensive, there is the need to get them fully committed to the long term goals of the rehabilitation programs. Without that commitment, it will be difficult to expect either short term success or long term municipal initiative once the programs have ended.

In conclusion, we believe that three sets of problems exist, each of which can be addressed by the Community Renewal Branch. As mentioned, while these problems are present in many communities, the larger municipalities are better equipped to handle them. This is largely due

to their larger administrative capabilities which include sufficient staffing and skills, ability to absorb additional costs and the availability of resources for training personnel. In addition, they tend to already have maintenance and occupancy standards bylaws and thus some experience with housing inspection and bylaw enforcement. Also, they tend to have a private rehabilitation market and the relatively high volume of government-sponsored work may attract qualified tradesmen. Thus, while the Branch's efforts should be directed at resolving the problems in all municipalities, special attention should be given to the smaller communities.

2. THE CRITERIA FOR STRATEGY SELECTION

From our discussion with several municipalities, CMHC and the staff of the Community Renewal Branch, we developed a wide range of possible strategies which could be used to resolve the problems. That list included strategies which could be used by not only the Branch but also other interested groups such as CMHC. Clearly, there was the need to refine the original set of strategies in light of the role of the Branch and several other criteria.

To arrive at a feasible, implementation-oriented set of work programs, several criteria were used to narrow down the list of alternative strategies:

- Must be consistent with the role of the Community Renewal Branch
- Must consider long term goals of the programs
- Must have some short term results
- Must be practical and rely largely on current CRB capabilities
- Must complement, not duplicate, work being done elsewhere.

These criteria evolved from several considerations.

CRB: ROLES AND TASKS

ADVISORY/RESOURCE

- Distribute ministry NIP and OHRP funds to municipalities
- Provide technical assistance to municipalities
 - advice in planning
 - advice in developing maintenance and occupancy standard bylaws
- Describe and interpret programs and answer questions
 - personal contact
 - brochures
 - workshops
- Provide for the "sharing" of experience and information
 - document experiences to date in Ontario and Canada
 - conduct workshops
- Provide facilities for increasing the competence of property standard officers
- Recommend optimum mix of government funding programs which could be piggybacked on to NIP
- Recommend policy changes in the programs

PROMOTION

- Develop promotional material to be distributed to municipalities (brochures, posters, pamphlets)
 - information regarding programs
 - information about the Community Renewal Branch
- Prepare press releases
- Prepare and deliver presentations to municipalities and other interested provincial departments

ADMINISTRATION

- Review applications of municipalities for NIP and OHRP funds
 - review bylaws
 - review official plans (if exists)
 - review quarterly reports for OHRP
- Approve or reject applications
 - for neighbourhood selection, planning, and implementation
 - for OHRP funds
 - recommend funding allocations
- Administer loan/grants for NIP in conjunction with CMHC
- Administer OHRP in "unorganized" communities

MONITORING AND EVALUATION

- Monitor OHRP to see if program meets objectives
- Evaluate OHRP's objectives to see if program meets Ontario's needs

BRANCH'S ROLE IS APPROPRIATE

The CRB is responsible for helping municipalities to take advantage of federal and provincial community renewal funds and to implement these funds effectively. Its roles are (see Exhibit 1):

- Advisory/resource, involving the provision of consultative and resource services on technical problems encountered by municipalities.
- Promotion/information sharing, which involves marketing the programs to municipalities and providing them with information which will be used for more effective implementation.
- Administration, including the review, approval or rejection of municipal applications for funds.
- Monitoring/evaluation, including an assessment of program characteristics and general policy objectives of the Branch with a view to recommending, where necessary, policy and program changes and adaptations.

Our discussions with municipalities has led us to conclude that both the role of the Branch and the work being done by the Branch are appropriate. Any changes that are necessary would not include a revision in overall direction, but rather an increase in the current activities being carried out by the CRB.

REHAB PROGRAMS HAVE LONG TERM GOALS

As discussed, one of the goals of RRAP and OHRP is to demonstrate the need for and catalyze the implementation of a full scale ongoing municipal property maintenance and bylaw enforcement program, to be run by municipalities themselves. Thus, the adoption of maintenance and occupancy standards bylaws is mandatory for RRAP and encouraged for OHRP. Moreover, because the bylaws are municipal bylaws, only municipal employees (property standards officers) have the true power to enforce them. In light of this long term goal and assuming that the programs will not go on indefinitely, the orientation of strategies in this area should be to encourage municipalities to carry out the programs themselves, and to upgrade municipal skills and capabilities to ensure municipal initiative and effective long term implementation.

IMMEDIATE PROBLEMS COULD EFFECT LONG TERM TAKE-UP

Implementation of the rehabilitation programs has already begun in several municipalities and frustrations currently exist which could discourage any long term take-up of the programs. Thus, there is the need to avoid negative experiences early on for three groups of people:

- Municipal administrators, many of whom are not fully prepared for the responsibility of the programs, lack experience with these types of programs, and are not fully committed to them.

While the pioneering nature of the programs naturally will lead to frustrations in those municipalities which lack the skills and resources, every effort should be made by the CRB to reduce the negative experiences that exist in the start-up phase of the programs.

- Residents, many of whom fear increasing costs due to higher taxes and having to repair items not eligible under the programs, are hesitant about dealing with the municipality. Such negative experiences as inability to find contractors to get estimates, reduction in total loan/grant due to insufficient program funds to meet municipal demand, and delays in receiving funds could deter additional residents from taking advantage of the opportunity.
- Contractors, who from past experience with government are wary to begin with, are fearful of fixed-fee arrangements, bidding on contracts with several competitors, and dealing with low income residents. Negative experiences early on could succeed in drying up the supply of interested tradesmen.

Therefore some strategies selected should address some short term problems to minimize the level of frustration and negative experiences as a means of ensuring the long term success of the programs.

STRATEGIES HAVE PRACTICAL LIMITS

Strategies to be used by the CRB must be feasible and realistically implementable not only from the Branch's point of view but also from that of the municipality. Two major constraints are:

- Limited resources that are available. The budgets for funding the programs have ceilings and achieving changes in those ceilings would likely require extensive effort and perhaps marginal results. In addition, there are limitations on the number of CRB staff that could be added in view of the Branch's own budget and the reduction on quality that hiring several staff at one time would have.
- Limits to the level of sophistication that these strategies require. The Branch is dealing with municipalities whose administrators are essentially down-to-earth people and who in turn deal with citizens who deal with contractors. In effect, the actors involved in the rehabilitation process do not require sophisticated attempts at problem solving nor will they likely respond positively to these attempts. Furthermore, some work needs to be implemented quickly which also will limit the level of sophistication required.

As a result of this consideration, a criterion used was that the strategies selected should be practical and rely largely on current CRB capabilities.

CMHC ADDRESSING SAME PROBLEMS

CMHC, viewing the national perspective and having a similar role to the Branch in many provinces, is addressing some of the same problems as the Branch. Discussions with CMHC have identified several areas where they are very much concerned and are currently developing their own work programs. While the details of these programs are unknown to us, our talks have led us to conclude that at least two areas of concern overlap with that of the CRB:

- Inspection, where CMHC has its own staff and training facilities and currently provides advice to municipal property standards officers. CMHC is concerned over the availability of qualified PSO's and that municipalities should have their own inspection staff if they are to enforce their minimum standard bylaws.
- Contractors, where CMHC has been getting similar feedback with respect to a potential shortage of interested tradesmen and is dealing with this issue in its work programs.

It appears that opportunities exist to share parts of the CRB work programs with CMHC in at least the inspection and contractor areas. Given our limited knowledge of CMHC intentions, it would be advisable for the CRB to discuss and share ideas with CMHC prior to full scale implementation of the work program.

As a result of these considerations, the criteria for strategy selection were developed. The original list of strategies was thoroughly screened in light of these criteria. The strategies which remained were arranged in work program format.

3. THE WORK PROGRAMS

We have developed six work programs each corresponding to an objective aimed at overcoming the problems:

1. Increase the supply of qualified property standards officers in municipalities who either have none or have insufficient numbers of them.
2. Upgrade the quality of inspection done by PSO's currently employed by municipalities.
3. Ensure an adequate supply of skilled tradesmen for doing the rehab work, in areas of shortage.
4. Encourage home-owner "sweat equity" and non-profit involvement either to limit the dependency on private contractors or, on its own merit, to involve residents in the physical work.
5. Provide sufficient on-site support to enable municipalities to deal effectively with day-to-day problems.
6. Provide municipalities with complete and up-to-date information.

Each program, whose summaries are included at the end of this report, consists of five components:

- Problem, a review of the need for the work program (as discussed in the first chapter).
- Objectives and major thrust, which converts each problem into objectives and discusses a rationale for the program and both the short and long term emphasis.

- Strategies and specific tasks, discusses the strategies, in some detail, needed to realize each objective.
- Responsibility, notes that work which currently is being done by CRB, and because of the opportunity for sharing some of the additional work, identifies the potential participants in implementation.
- Timing, reflects the relative importance of implementing the strategies.

This final chapter discusses each work program and concludes with some comments with respect to implementation.

A. WORK PROGRAMS

WORK PROGRAM 1

Problem. There is a shortage of municipalities who have property standards officers.

Objectives and major thrust. Increase the supply of qualified PSO's in municipalities who either have none or insufficient numbers of them.

Because municipalities are requested to adopt maintenance and occupancy standards bylaws, and municipal property standards officers are needed to enforce them, municipalities must be encouraged to hire their own PSO's. To date

some municipalities have been reluctant to do so, either because they perceive the need as small or they are reluctant to staff up in anticipation of the programs ending. Since a long term goal of RRAP and OHRP is the implementation of a full scale, ongoing municipal property maintenance and enforcement program run by municipalities, it appears that several municipal administrators and decision makers need to be better informed. Accordingly, the orientation of this work program, in the short term, should be to promote the need for an ongoing property maintenance program of inspection and enforcement, at the municipal level, and by so doing encourage municipalities to adopt bylaws and hire their own PSO's.

Current training facilities in community and technical colleges for apprentice PSO's appear to be inadequate. While CMHC does provide training for those PSO's involved with RRAP, it has indicated a desire to pass that responsibility onto the colleges. Therefore, as a long term measure, community and technical colleges should be encouraged to set up part and full time career oriented, certificate courses in housing inspection and bylaw enforcement as well as in the social and psychological disciplines that accompany the changing role of the PSO (see work program 2).

Strategies and specific tasks. The short term thrust should be to encourage communities to hire their own PSO's and where the demand is not sufficient to justify a full time PSO, encourage several smaller communities to collectively hire a full time PSO. Specifically, this will involve:

- Developing a presentation which deals with
 - the need in Ontario and Canada for property maintenance and an ongoing property maintenance program
 - standard bylaws and enforcement
 - the role of the property standards officer, his skills and qualifications

- Delivering presentation to several communities
 - whose need is most immediate
 - ensuring municipal administrators and decision makers are present.

- Helping municipalities hire PSO's
 - develop a suggested or illustrative job specification for the position
 - recommend qualifications needed and salary range
 - help develop job advertisements and interview candidates, if requested.

- Monitoring results of this approach

Currently, the adoption of a maintenance and occupancy standards bylaw is not mandatory for a municipal OHRP application, whereas it is for RRAP. Therefore, in addition to encouraging municipalities to hire their own PSO's the Community Renewal Branch could:

- Consider developing and enforcing a policy which would make the municipal adoption of a maintenance and occupancy standards bylaw a prerequisite for an OHRP application.

The long term thrust should be to encourage community and technical colleges to set up career oriented, certificate courses in housing inspection, bylaw enforcement and social/psychological aspects of housing inspection. While steps in this direction are now being taken by the CRB, we envisage a complete work program to include:

- Developing an argument which details the current and long term need in Ontario for PSO's.
 - Carry out study to determine inventory of manpower available (CMHC, OHC, municipalities, private)
 - Estimate likely demand from (1) programs (2) ongoing property maintenance, (3) private sector.
- Helping to develop training program
 - define skills needed in PSO
 - encourage municipalities to provide on-the-job training for apprentices.

Responsibilities and timing. To date, the CRB has been encouraging municipalities to adopt bylaws and hire PSO's and partially communicating that need in its slide presentations. In addition, it has begun to talk with several community and technical colleges and the Ministry of Colleges and Universities regarding the training courses. It is felt, however, that some municipalities have not yet been convinced of the need for bylaws or the need for PSO's with somewhat different skills than those required in new construction inspection. Thus our recommendation of a separate presentation on that need, and because RRAP and OHRP funds are now in the hands of many municipalities and several PSO's are required immediately, this should be done as quickly as possible. On the other hand, the development of an inspection curriculum will take some time and addresses a longer term need. Therefore, the priority is not as immediate. While the Branch could consider a policy making the bylaw mandatory for OHRP application, it should be considered only if there continues to be a general reluctance to adopt the bylaws and hire PSO's.

There exists an opportunity to share the entire work program with several government departments. CMHC already has a large inspection staff and could provide assistance in (1) developing job specifications, salary ranges, skills and qualifications, (2) interviewing, (3) developing promotion argument to take to colleges, and (4) developing curriculum. OHC has maintenance staff and could provide assistance in developing job specifications. The Ministry of Colleges and Universities could provide the necessary link with colleges.

WORK PROGRAM 2

Problem. There is a shortage of qualified PSO's currently employed by municipalities.

Objective and major thrust. Upgrade the quality of inspection done by PSO's currently employed by municipalities.

Currently there exists in some municipalities a supply of PSO's who are relatively inexperienced in rehab inspection and bylaw enforcement. In part, this is due to a general lack of property maintenance and occupancy standards bylaws in the province and hence no need to really inspect the existing housing stock.

In addition, the role of the PSO is changing and he is required to have an awareness of the social and psychological implications of housing inspection and bylaw enforcement. The scope of PSO activities is increasing and the focus of his activities need not be limited to simply inspection, enforcement and

administration. For example, OHRP and RRAP, while being physically oriented programs can have significant social implications largely because of the lower income groups at whom the programs are directed. The PSO could be involved in helping municipalities find those families in most need of housing rehabilitation and informing and encouraging these families to take advantage of the programs. The PSO could help families make rehab resources go further by advising on choice of building material and "sweat equity". Also, the PSO could be made to be integrated with socially oriented municipal groups (i.e., public health) and ensure that the groups in contact with lower income families are aware of the rehab programs so that the appropriate information is communicated to those who may need the assistance most. The PSO, while not the only link between "city hall" and the citizens, is a significant link and his responsible representation of the municipality appears to becoming increasingly more important.

Therefore, as a short term measure to broaden the scope of activities the PSO's are engaged in, and to upgrade the skills of and "retrain" the PSO's, the Community Renewal Branch, in conjunction with other agencies including municipal groups, can conduct training workshops.

Ultimately, the onus of retraining should rest with the community and technical colleges. Therefore, a longer term strategy should be to encourage community and technical colleges to set up part-time training and "refresher" courses for PSO's.

Strategies and specific tasks. While the CRB has already co-sponsored with CMHC a large workshop dealing with all aspects of housing inspection, and at least one large municipality conducts workshops for its own staff, there is the need to continue these workshops particularly for the benefit of those communities who are relatively inexperienced with the inspection of existing housing. Thus the major strategy is to continue to conduct workshops, at a regional level, which deal with the quality of inspection: (1) assessing needs; (2) estimating costs, (3) bylaw interpretation and enforcement, and (4) social/psychological aspects of the PSO-citizen relationship. Specifically, this will involve:

- Conducting a brief survey of municipalities to determine
 - the number of interested municipalities
 - their interest and specific problems as input into workshop outline and objectives
- Preparing the workshop(s)
 - approach such voluntary agencies as CAHRO for input
 - liaise with CMHC and municipalities
 - develop presentations and printed material to be distributed
 - make arrangements for inviting experts to speak
 - develop 'model' repair checklists to coincide with 'model' standards bylaws for small communities

- Monitoring effectiveness of workshops

- follow up with on-site visits

As a longer term measure, the CRB should encourage community and technical colleges to set up part-time inspection courses for retraining existing PSO's. This strategy is to be carried out along side its counterpart in the first work program.

Responsibilities and timing. As discussed, the CRB has already co-sponsored an inspectors' workshop and therefore the opportunity to share further sessions exists with CMHC and to some extent with OHC. Because municipalities are currently involved with the programs and have expressed the desire to have additional workshops of this nature, at a more local level, the priority of this strategy is clearly immediate. In addition to increasing the skills of PSO's, the goal of these workshops is ultimately to transfer the responsibility of carrying them out into the hands of the municipalities. On the other hand, the college strategy is less of a priority for reasons discussed in the first work program.

WORK PROGRAM 3

Problem. There is a high probability of a shortage of skilled tradesmen interested in rehabilitation work.

Objective and major thrust. Ensure an adequate supply of skilled tradesmen for doing rehab work in areas of shortages.

This work program is based on the premise that, rather than create a new work force of rehab novices (such as residents and non-profit groups new to rehab), it would be better to make use of the tradesmen and skills that already exist. There are currently many tradesmen who are actively involved in "home repairs" and particularly in larger communities, a private market in rehabilitation is operating. Because it is felt that the rehab skills are available, the major thrust should be to attract those talents into government-sponsored rehabilitation. We have therefore concluded that, initially at any rate, contractors must be better informed of the programs and encouraged to take part in them.

The problem section of this report discussed several reasons for contractors being reluctant to enter government-sponsored rehab -- one of the reasons being a lack of incentives. It might be difficult to get additional program funds specifically for contractors; however a more realistic alternative exists. In areas where clusters of homes are being rehabilitated, incentives for tradesmen might be achieved in the form of "bulk" contracts. Groups of neighbours could be encouraged by municipalities to collectively approach 2 or 3 contractors for estimates on several houses. "Pooled" contracts probably will have the added advantages of economies of scale.

Ultimately, the supply of skilled and interested tradesmen should come from community and technical

colleges. These colleges currently offer courses in many of the skills needed in rehab, but they are oriented towards new construction. While it would be unrealistic to expect these colleges to offer full time rehab courses and equally unwise to expect apprentices to limit their scope of future employment to just rehab, it is felt that these schools should be encouraged to add to their current curriculum a "specialization" course option in rehabilitation.

Strategies and specific tasks. As discussed, contractors need to be better informed and provided with some incentives and community and technical colleges should be addressing the need for rehab contractors. Accordingly, we have developed three strategies:

- Publicize rehab programs to contractors and contractors associations
 - conduct initial telephone survey of contractors in several areas to get a better understanding of their interest
 - develop pamphlets informing contractors about programs and procedures and distribute via municipalities
 - monitor demand for pamphlets; if low demand then:
 - determine most appropriate methods of contact (personal or media)
 - agree upon which government body has prime contact with contractors

- develop presentation explaining programs and procedures to contractors and deliver to contractors and association heads
- Encourage municipalities to recommend to groups of neighbours to "pool" contracts
 - develop memo explaining reason for "pooled" contracts and distribute to municipalities
 - develop form, complementary to contractor forms being used currently, which summarizes overall cost estimates of "pooled" contracts
- Encourage community and technical colleges to add optional rehab courses to existing contractor curriculum
 - determine interest of colleges in proceeding and information they require
 - develop argument detailing the need for rehab tradesmen in Ontario
 - define the skills
 - carry out study of inventory of current supply of qualified tradesmen
 - estimate likely demand from (1) programs, (2) ongoing property maintenance and (3) private market
 - prepare and deliver presentation
 - help develop course program

Responsibility and timing. To date, very little has been done to address the contractor problem. Perhaps the major reason is the political ramifications of any level of government appearing to show contractor preference. While some municipalities have gone as far as developing lists of contractors from which residents can choose, they fear the negative implications of favouritism and poor quality workmanship.

It is felt that the municipalities should have prime contact with the contractors because they are most familiar with the local situation. They should also be dealing directly with their citizens. However, the Community Renewal Branch in conjunction with CMHC should be developing the backup material for the first two strategies whose priorities are immediate. As discussed in the first two work programs, dealing with the community and technical colleges will involve the Ministry of Colleges and Universities as well as CRB and CMHC and the priority is mid-term.

WORK PROGRAM 4

Problem. There is a high probability of a shortage of skilled tradesmen interested in rehabilitation work.

Objective and major thrust. Encourage home-owner "sweat equity" and non-profit involvement either to limit the dependency on private contractors or, on its own merit, to involve residents in the physical work.

If it becomes apparent that a shortage of contractors does exist, residents and non-profit groups should be encouraged to undertake some of the rehabilitation work. However, it may be determined that "sweat equity" is a desirable concept to be promoted on the basis that resident involvement in rehab will have positive effects on long term home maintenance and attitudes towards the home. "Sweat equity" has been demonstrated in some rehabilitation projects to be a successful concept and could be used not as an alternative or method of compensating for a contractor shortage, but as a major thrust. If so, a key consideration will be determining which methods can be used to encourage the lower income residents to get involved given that, to-date, home-owner rehabilitation has primarily had a middle class orientation.

Because of the somewhat difficult nature of the work, and the relative inexperience that most residents have, problems with workmanship may frequently occur and strict supervision will be important. In areas where clusters of houses are being rehabbed such as in NIP and special RRAP areas, the onus of supervision may be with the municipal co-ordinator of the project,

if one is present. In isolated cases, such as with OHRP, the supervision could come from the municipal property standards officer. The municipal co-ordinator should therefore be well versed in rehabilitation jargon and have experience with this type of work. In NIP and special RRAP areas, an appropriate strategy would be for municipalities to encourage residents to form small groups of neighbours to do much of the work in a team approach -- a responsibility that likely will be that of the co-ordinator. This approach would have several advantages over individualized "sweat equity": (1) less time to do each house; (2) more skills available (3) sharing of tools, often too costly for a single home-owner to acquire.

Regardless of whether or not this approach is adopted, there is a need to clarify the federal and provincial positions on home-owner "sweat equity". Often a resident handy man around the house, inquires about doing the work himself and receives uncertain answers from the municipality. Therefore, a statement should be issued which clarifies the government position and suggests to municipalities how to deal with "sweat equity".

Strategies and specific tasks: Four strategies have been developed around the issue of involving residents in the physical work:

- Develop a policy which deals with home-owner "sweat equity" in RRAP and OHRP
 - consult with CMHC regarding (1) the desirability of "sweat equity", (2) its financial implications and (3) quality control implications
 - develop and distribute a statement to municipalities clarifying role of residents in doing rehab work
 - define "sweat equity" in rehab context
 - explain reason, advantages and emphasis required
 - set guidelines that could be used for effective home-owner participation in rehab
- If determined "sweat equity" is favourable encourage municipalities to promote the concept
 - develop pamphlet for municipalities to use and distribute explaining advantages of residents doing the work themselves

- conduct research into methods for effective "sweat equity" and develop brochures documenting case histories and guidelines for effective participation
- conduct teaching workshops for municipal administrators and employees as a means of sharing experience
 - promote the formation of small groups of neighbours to do the work on a team basis
 - develop slide presentation on "sweat equity in rehab"
 - make arrangements to invite experts to speak
 - encourage municipalities to conduct workshops for residents using facilities at local high school and/or community and technical colleges
- conduct research into the role of the site office with respect to rehabilitation
 - project co-ordinator
 - staff
 - skills required
- Develop a "How-to-Rehab-Your-Home" manual and a "How-to-Maintain-Your-Home" manual to be distributed to residents
 - as a first step, determine scope of manual(s) by conducting research into what already has been developed
 - determine feasibility of doing it in-house

- Encourage non-profit groups to get involved in rehabilitation work

- conduct survey to determine the number of groups that either are presently involved or could be interested
- develop guidelines which municipalities can adopt in approaching and encouraging non-profit groups to become involved in the rehab programs

Responsibility and timing. To date, very little has been done to encourage home-owner "sweat equity" despite several successful experiences across Canada. This work program can and should be shared totally between CMHC and CRB. By nature, with the exception of the first strategy, this program is of mid-term priority because much could depend on an adequate supply of skilled tradesmen. (If "sweat equity" is determined to be favourable, and independent of the contractor supply, the priority could be more short term). However, the development and subsequent communication to municipalities of a home-owner "sweat equity" policy should be completed in the short term by CRB and CMHC because there appears to be some current confusion at the local level as to exactly how to deal with resident inquiries about doing the work themselves.

WORK PROGRAM 5

Problem. Municipal apprehension with respect to the programs has led to somewhat uncommitted municipal administrators and decision makers.

Objective and major thrust. Provide sufficient on-site support to enable municipalities to deal effectively with day-to-day problems.

A key to the programs is the municipality's ability to implement them successfully. Successful implementation requires that a thorough understanding be had of the programs and that each municipality has sufficient skills and resources to do an effective job.

As in any learning situation, initial problems will occur and a learning curve, quite understandably, will develop. The critical aspect in overcoming these initial on-site problems is the availability of the "teacher" when needed. The Community Renewal Branch and its officers are perceived by municipalities as the "teacher". The officers are perceived to provide that extra help in overcoming the start-up problems in each municipality's learning curve.

To fulfill a role of providing technical advice, the community renewal officers should be where they can be most effective -- on-site in each municipality. However, the officers have several tasks to perform, each critical to their job, but requiring time that perhaps should be spent in the municipalities. Accordingly, the thrust of this work program is to determine if the community renewal officers' work load could be restructured to free up some time with which to spend helping municipalities on location.

Strategies and specific tasks. Particularly in smaller communities where often both the skills and resources are lacking, a heavy emphasis of on-site advice is required. Advice would be useful in such areas as standards bylaw development, interpretation and enforcement, inspection procedures, planning and social aspects of rehabilitation as well as the legal, financial, and economic aspects. The skills to provide that advice are available in the CRB and thus the only strategy of this work program is to provide the skills which are lacking in municipalities and provide on-site information, through the community renewal officers, at least in the initial start-up phases of rehab implementation. Specifically this will require:

- Conducting an internal CRB study to determine the feasibility of community renewal officers spending more time on-site
 - determine proportion of total time spent on each task, i.e., administration, consulting to municipalities, preparing presentation for workshops, etc.
 - review nature of tasks with high time commitment and skills required to do that work
 - determine strategy(s) which could reduce high time load on determined tasks and implement strategy(s)

Responsibility and timing. The priority of this work program is immediate largely because several municipalities are currently having start-up problems and would like more face-to-face contact with community renewal officers. We have recommended an internal survey and this could be suitably done in-house by the CRB staff.

WORK PROGRAM 6

Problem. Municipal apprehension with respect to the programs has led to somewhat uncommitted municipal administrators and decision makers.

Objective and major thrust. Provide municipalities with complete and up-to-date information which will allow them to more effectively implement and administer the programs.

This work program is intended to complement the previous one. Much municipal time is taken up in an attempt to get answers to questions which consistently arise. Very often the questions raised are common among municipalities. Thus, this work program deals with updating the communicative tools currently being used by the CRB and stresses the kind of information given to municipalities and the manner in which it is delivered. This approach could have the effect of reducing some of the demands placed on the community renewal officer as discussed in the fifth work program.

Strategies and specific tasks. The CRB is currently undertaking most of the strategies we are recommending. They are included here because we want to emphasize their importance and point out to the CRB that while successful, more could be done. There are four strategies in this program:

- Review effectiveness of slide presentations on OHRP and NIP/RRAP
 - determine from municipalities any improvements to be made
 - redevelop presentations according to suggestions
- Develop and update a "resource kit" for municipalities which identify all funding programs which possibly could be used and piggybacking opportunities
 - document existing programs
 - develop example "packages" of programs which optimize flow of funds into municipality
 - distribute brochure to municipalities
- Update current brochure which answers common municipal questions about the programs
 - compile questions based on feedback from workshops and conversations
 - develop answers and distribute to municipalities

- Prepare and distribute, through Ministry's existing periodicals, a monthly newsletter to municipalities
 - identify appropriate periodical(s)
 - write monthly article which
 - provides answers to common questions
 - informs municipalities about other experiences
 - provides up-to-date literature on key subjects

Responsibility and timing. As discussed, the CRB is already utilizing all these strategies with the exception of the last, and should continue to have the responsibility of constantly updating its communication tools. Because several municipalities are having some start-up problems and because new municipalities are being exposed to CRB communication, these tools should be reviewed and updated, if necessary, as soon as possible

B. IMPLEMENTATION

The implementation of these work programs may require a significant time commitment from the Community Renewal Branch. While several of the strategies presented in this report have a mid-term orientation, and need not be dealt with immediately, several others do have short term requirements. Currently, the staff of the CRB appear to have a sufficient work load and probably could undertake

the implementation of these strategies only on a part-time basis which might prolong that implementation period.

We are reluctant, at this time, however, to recommend any additional staffing requirements that may be necessary. In part, this is due to the nature of the work programs in which there is an opportunity to share some strategies and tasks, largely with CMHC. Because we have not had the time to precisely determine CMHC's intentions nor, to our knowledge, has the CRB taken steps, as yet, to do so, we have been unable to determine exactly, with the exception of a few strategies, which tasks are the sole responsibility of the CRB. We recommend, however, that the Branch have several discussions with CMHC regarding the sharing potential of the programs prior to deciding upon its staffing requirements. Furthermore, there is an opportunity to contract some of the work to people or firms outside the Branch and thus further reduce the internal workload. These decisions would have to be made in order to determine the necessity of additional staff.

It appears that several skills will be necessary for the implementation of these strategies:

- Communication skills, because much effort is and will continue to be spent marketing the rehabilitation programs, developing information brochures, and developing and presenting new presentations and revising old ones.
- Knowledge of housing technology, because RRAP and OHRP are rehabilitation programs and the problems that arise may need solutions from someone who understands housing problems; in addition, the

inspection and contractor work programs will involve some knowledge of the technical aspects of housing rehabilitation.

- Management, primarily because liaising with other levels of government is and will continue to be a specific task of the CRB and if the work programs are to be shared, the Branch likely will have a large role in co-ordinating the other inputs.
- Research skills, because some of the recommended strategies involve survey and research out of which will come some information to be shared with municipalities and other groups.

Ideally if the CRB decided to add a person(s) to its staff, that person(s) would have a well-rounded character and be capable of providing the above skills.

* * * * *

We have developed in this report six work programs which attempt to resolve several problems that could inhibit the long term success of the housing rehabilitation programs. While each problem is important and should be addressed, we believe the critical one is that which centres around the property standards officers and the inspection of housing according to some maintenance and occupancy standards bylaws. Clearly, if municipalities are not convinced of the need for these bylaws and/or do not hire sufficient numbers of qualified property standards officers to enforce the bylaws, a long term ongoing municipal program of property maintenance and bylaw enforcement in all municipalities of Ontario will have limited chances of success.

There is a shortage of municipalities that have property standards officers and there is a shortage of qualified PSO's currently employed by municipalities

- Inspection demands of RRAP and OHRP overload current supply of PSO's
 - Approximately 2,800 homes annually under OHRP
 - Approximately 3,500 homes annually under RRAP
- General lack of maintenance and occupancy standards bylaws
 - To date, need not perceived as great
 - Reluctance to adopt and/or enforce them
 - Therefore, no need for PSO's to inspect housing and enforce bylaws
- General municipal reluctance to hire PSO's
 - Fear adoption and subsequent enforcement of bylaws may lead to municipal-citizen conflict
 - Unwilling to add to municipal overhead by paying salaries
 - Smaller municipalities do not have sufficient demand to justify a full-time PSO
 - Reluctant to staff up fearing programs will end in short-term
- Current PSO experience largely with new construction and role of PSO is changing
 - General lack of standards bylaws thus no need to inspect existing housing stock
 - Experience with new construction inspection where standards exist
 - PSO required to be knowledgeable in social/psychological aspects of bylaw enforcement as well as assessing need for and estimating costs of repair
- Until recently general lack of training programs for developing and improving skills required for rehab inspection
 - Assessing need for repair and estimating costs of repair
 - Social/psychological aspects
 - No "licensing" or certificate courses in rehab inspection

1. Increase the supply of qualified PSO's in municipalities who either have none or insufficient numbers of them.

Because municipal property standards officers are the ones who truly have the right to enforce a municipal standards bylaw, municipalities should be encouraged to adopt these bylaws and hire their own PSO's to enforce them. To date, some municipalities have been reluctant to do so, either because they perceive the need as small or they are reluctant to staff up in anticipation of the programs ending. Since a long term objective of RRAP and OHRP is the implementation of a full scale, ongoing municipal property maintenance and enforcement program run by municipalities, it appears that several municipal administrators and decision makers need to be better informed. Accordingly, the orientation of this work program, in the short term, should be to promote the need for an ongoing property maintenance program of inspection and enforcement, at the municipal level, and by so doing encourage municipalities to adopt standards bylaws and hire their own PSO's.

- A. Encourage communities in need to hire property standards officers. (In communities where demand is not large enough to justify one full time PSO, encourage several smaller communities to collectively hire a full time PSO to service the area).

- Develop a presentation which deals with
 - the need in Ontario and Canada for property maintenance and an ongoing property maintenance program
 - standard bylaws and enforcement
 - the role of the property standards officer, his skills and qualifications
- Deliver presentation to several communities
 - whose need is most immediate
 - ensuring municipal administrators and decision makers are present
- Help municipalities hire PSO's
 - develop a suggested or illustrative job specification for the position
 - recommend qualifications needed and salary range
 - help develop job advertisements and interview candidates, if requested
- Monitor results of this approach

- B. Consider making the adoption of a municipal maintenance and occupancy standards bylaw mandatory for OHRP application.

- Understand implications
- Develop a Provincial Policy making standards adoption prerequisite for municipal OHRP application

Current training facilities in community and technical colleges for apprentice PSO's appear to be inadequate. While CMHC does provide training for those PSO's involved with RRAP, it has indicated a desire to pass that responsibility onto the colleges. Therefore, as a long term measure, community and technical colleges should be encouraged to set up part and full time career oriented, certificate courses in housing inspection and bylaw enforcement as well as in the social and psychological disciplines that accompany the changing role of the PSO (see work program 2).

- C. Encourage community and technical colleges to set up career oriented, certificate courses in housing inspection, bylaw enforcement, and social/psychological aspects of enforcement
 - Develop an argument which details the current and long term need in Ontario for PSO's
 - carry out study to determine inventory of manpower available (CMHC, OHC, municipalities, private)
 - estimate likely demand from (1) programs, (2) ongoing property maintenance, and (3) private sector
 - Help to develop training program
 - define skills needed in PSO
 - encourage municipalities to provide on-the-job training for apprentices
 - Liaise between municipalities and colleges to ensure program meeting the needs of municipalities

CRB
IMMEDIATE -
MID TERM

CRB currently encouraging municipalities to adopt bylaws and has developed "model" bylaw for small communities
Bylaw mandatory for RRAP application

CRB, CMHC, and Ministry of Colleges and Universities
MID TERM

CRB has already taken initiative to contact community and technical colleges and is participating in meeting with CMHC, MCU, colleges and municipalities

CRB, CMHC with some input from OHC
IMMEDIATE

Some work already being done by CRB by means of current slide presentation

There is a shortage of municipalities that have property standards officers and there is a shortage of qualified PSO's currently employed by municipalities.

(Continued from previous page)

2. Upgrade the quality of inspection done by

property standards officers currently employed by municipalities

Currently there exists in some municipalities a supply of PSO's who are relatively inexperienced in rehab inspection and bylaw enforcement. In part, this is due to a general lack of property maintenance and occupancy standards bylaws in the province and hence no need to really inspect the existing housing stock. In addition, the role of the PSO is changing and he is required to have an awareness of the social and psychological implications of housing inspection and bylaw enforcement. Because OHRP and RRAP are directed at lower income groups, they could have some social implications. The PSO could be used to identify the housing in most need of repair and ensure either by himself, or through socially oriented municipal groups, that the appropriate information is communicated to those residents who need rehab assistance most. The PSO is a significant link between "city hall" and the citizens and his responsible municipal representation appears to be becoming increasingly more important. Therefore, as a short term measure, the CRB, in conjunction with other agencies, can conduct training workshops for PSO's to broaden the scope of the PSO's activities and to upgrade their skills.

Ultimately, however, the onus of retraining should rest with the community and technical colleges. Therefore, a longer term strategy should be to encourage community and technical colleges to set up part-time training and "refresher" courses for PSO's.

D. Conduct seminars and workshops, at regional level, which deal with quality of inspection:
(1) assessing need, (2) estimating costs,
(3) bylaw interpretation and enforcement, and
(4) social/psychological aspects of PSO-citizen relationship.

- Conduct a brief survey of municipalities to determine
 - the number of interested municipalities
 - their interest and specific problems as input into workshop outline and objectives
- Prepare the workshop(s)
 - establish communications with CAHRC
 - liaise with CMHC and municipalities
 - develop workshop outline and objectives
 - develop presentations and printed material to be distributed
 - make arrangements for inviting experts to speak
 - develop 'model' repair checklists to coincide with 'model' standards bylaws for small communities
- Monitor effectiveness of workshops
 - follow up with on-site visits

CRB, CMHC, MCU, Municipalities, with some input from OHC, if required

CRB has already co-sponsored with CMHC a large inspection workshop; at least one large municipality conducts workshops for its own staff.

Ultimate goal is to get MCU and municipalities to conduct own workshops.

IMMEDIATE

E. Encourage community and technical colleges to set up inspection courses for retraining existing PSO's.

See # C preceeding page

There is a high probability of a shortage of skilled tradesmen interested in doing the rehabilitation work

- Tradesmen generally uninformed of the programs
 - No marketing campaign specifically oriented to contractors
 - Municipal fear of showing "preference" leads to limited municipal-contractor contact
 - Not decided which level of government should approach contractors
- General lack of training programs oriented to housing rehabilitation
 - Current courses oriented to new construction
 - Apprentices entire new construction rather than rehab
- Preference generally given to new construction
 - Contracts financially larger
 - Less risk because estimating relatively easy
 - Cleaner work

- Lack incentives to enter government-sponsored rehab field
 - Contracts small (average rehab contract \$3,500-\$4,000)
 - Difficulty in estimating leads to fear of fixed-fee contract (estimate often "cushioned" to cover contingencies)
 - Previous experience of frustrations in dealing with governments and citizens

WORK PROGRAM 3

3. Ensure an adequate supply of skilled tradesmen for doing rehab work in areas of shortages.

This work program is based on the premise that, rather than create a new work force of rehab novices (such as residents and non-profit groups new to rehab), it would be better to make use of the tradesmen and skills that already exist. There are currently many tradesmen who are actively involved in "home repairs" and, particularly in larger communities, a private market in rehabilitation is operating. Because it is felt that rehab skills are available, the major thrust of this work program should be to attract those talents into government-sponsored rehabilitation. We have therefore concluded that, initially at any rate, contractors should be better informed of the programs and encouraged to take part in them.

The problem section of this report discussed several reasons for contractors being reluctant to enter government-sponsored rehab -- one of the reasons being a lack of incentives. It might be difficult to get additional program funds specifically for contractors; however, a more practical alternative exists. In areas where clusters of homes are being rehabilitated, incentives for tradesmen might be achieved in the form of "bulk" contracts. Groups of neighbours could be encouraged by municipalities to collectively approach 2 or 3 contractors for estimates on several houses. "Pooled" contracts probably will have the added advantages of economies of scale.

Ultimately, the supply of skilled and interested tradesmen should come from community and technical colleges. These colleges currently offer courses in many of the skills needed in rehab, but they are oriented towards new construction. While it would be unrealistic to expect these colleges to offer full time rehab courses and equally unwise to expect apprentices to limit their scope of future employment to just rehab, it is felt that these schools should be encouraged to add to their current curriculum a "specialization" course option in rehabilitation.

- A. Publicize rehab programs to contractors and contractors associations

- Conduct initial telephone survey of contractors in several areas to get a better understanding of their interest
- Develop pamphlets informing contractors about programs and procedures and distribute via municipalities
- Monitor demand for pamphlets; if low demand then:
 - determine most appropriate methods of contact (personal or media)
 - agree upon which government body has prime contact with contractors
 - develop presentation explaining programs and procedures to contractors and deliver to contractors and association heads

CRB, CMHC, Municipalities

IMMEDIATE

Some municipalities have developed contractor lists which are distributed to residents on request

- B. Encourage municipalities to recommend to groups of neighbours to "pool" contracts

- Develop memo explaining reason for "pooled" contracts and distribute to municipalities
- Develop form, complementary to contractor forms being used currently, which summarizes overall cost estimates of "pooled" contracts

CRB, CMHC

IMMEDIATE

- C. Encourage community and technical colleges to add optional rehab courses to existing contractor curriculum

- Determine interest of colleges in proceeding and information they require
- Develop argument detailing the need for rehab tradesmen in Ontario
 - define the skills
 - carry out study of inventory of current supply of qualified tradesmen
- estimate likely demand from (1) programs, (2) ongoing property maintenance, and (3) private market
- Prepare and deliver presentation
- Help develop course program

CRB, CMHC, MCU

MID TERM

There is a high probability of a shortage of skilled tradesmen interested in doing the rehabilitation work

(Continued from previous page)

4. Encourage home-owner "sweat equity" and non-profit involvement either to limit the dependency on private contractors or, on its own merit, to involve residents in the physical work.

If it becomes apparent that a shortage of contractors does exist, residents and non-profit groups should be encouraged to undertake some of the rehabilitation work. However, it may be determined that "sweat equity" is a desirable concept to be promoted on the basis that resident involvement in rehab will have positive effects on long term home maintenance and attitudes towards the home, rather than as a means of compensating for a contractor shortage. Because of the somewhat difficult nature of the work and the relative inexperience that most residents have, problems with workmanship may frequently occur and strict supervision will be important. In areas where clusters of homes are being rehabsed, such as in NIP and special RRAP areas, the onus of supervision may be with the municipal co-ordinator of the project, if one is present. In isolated cases, such as with OHRP, the supervision could come from the municipal property standards officer. The municipal co-ordinator should therefore be well versed in rehabilitation jargon and have experience with this type of work. In NIP and special RRAP areas an appropriate strategy would be for municipalities to encourage residents to form small groups of neighbours to do much of the work in a team approach -- a responsibility that likely will be that of the co-ordinator. This approach would have several advantages over individualized "sweat equity": (1) less time to do each house; (2) more skills available; (3) sharing of tools, often too costly for a single home-owner to acquire.

Regardless of whether or not this approach is adopted, there is a need to clarify the federal and provincial positions on home-owner "sweat equity". Often a resident, handy around the house, inquires about doing the work himself and receives uncertain answers from the municipality. Therefore, a statement should be issued which clarifies the government position and suggests to municipalities how to deal with "sweat equity".

- D. Develop a policy which deals with home-owner "sweat equity" in RRAP and OHRP

- Consult with CMHC regarding (1) the desirability of "sweat equity", (2) its financial implications and (3) quality control implications
- Develop and distribute a statement to municipalities clarifying role of residents in doing rehab work

- Define "sweat equity" in rehab context
- explain reason, advantages and emphasis required
- set guidelines that could be used for effective home-owner participation in rehab

- E. If determined "sweat equity" is favourable, encourage municipalities to promote the concept

- Develop pamphlet for municipalities to use and distribute explaining advantages of residents doing the work themselves
- Conduct research into methods for effective "sweat equity" and develop brochure documenting case histories and guidelines for effective participation
- Conduct teaching workshops for municipal administrators and employees as means of sharing experiences
 - promote the formation of small groups of neighbours to do the work on a team basis
 - develop slide presentation on "sweat equity in rehab"
 - make arrangements to invite experts to speak
- Encourage municipalities to conduct workshops for residents using facilities at local high school and/or community and technical colleges
- Conduct research into the role of the site office; the municipal co-ordinator; the staff; the skills required as they relate to rehabilitation

- F. Develop a "How-to-Rehab-Your-Home" manual and a "How-to-Maintain-Your-Home" manual to be distributed to residents

- As a first step, determine scope of manual(s) by conducting research into what already has been developed

- Determine feasibility of doing it in-house
- Encourage non-profit groups to get involved in rehabilitation work

- Conduct survey to determine the number of groups that either are presently involved or could be interested
- Develop guidelines which municipalities can adopt in approaching and encouraging non-profit groups to become involved in the rehab programs

WORK PROGRAM 4

Municipal apprehension with respect to the programs has led to somewhat uncommitted municipal administrators and decision-makers

- Lack comprehensive understanding of the goals of the programs
 - Fear programs will end in short term (experience with past urban renewal)
 - Lack long term perspective of ongoing municipal program of property maintenance and bylaw enforcement
- Lack some of skills required to implement program (particularly smaller communities)
 - Lack experience with rehab programs
 - Inspection
 - Legal, financial, and economic
 - Planning and social skills as they relate to rehabilitation
- Reluctance to fulfill administrative requirements
 - extensive effort required
 - municipal administrative costs not fully subsidized

5. Provide sufficient on-site support to enable municipalities to deal effectively with day-to-day problems.

A key to the programs is the municipality's ability to implement them successfully. Successful implementation requires that a thorough understanding be had of the programs and that each municipality has sufficient skills and resources to do an effective job. As in any learning situation, initial problems will occur and a learning curve, quite understandably, will develop. The critical aspect in overcoming these initial on-site problems is the availability of the "teacher" when needed. The Community Renewal Branch and its officers are perceived by municipalities as the "teacher". The officers are perceived to provide that extra help in overcoming the start-up problems in each municipality's learning curve. To fulfill a role of providing technical advice, the community renewal officers should be where they can be most effective -- on-site in each municipality. However the officers have several tasks to perform, each critical to their job, but requiring time that perhaps should be spent in the municipalities. Accordingly, the thrust of this work program is to determine if the community renewal officers' workload could be restructured to free up some time with which to spend helping municipalities on location.

- A. Provide the skills which are lacking in municipalities and provide on-site information, through the Community Renewal Officers, primarily in start-up phases of rehab implementation.

- Conduct an internal CRB study to determine the feasibility of community renewal officers spending more time on-site
 - determine proportion of total time spent on each task, i.e., administration, consulting to municipalities, preparing presentations for workshops, etc.
 - review nature of tasks with high time commitment and skills required to do that work
 - determine strategy(s) which could reduce high time load on determined tasks and implement strategy(s)

IMMEDIATE

CRB

CRB officers currently do spend time in municipalities; emphasis here is that more on-site time is required, particularly in smaller communities

PROBLEM

OBJECTIVES AND MAJOR THRUST
OF WORK PROGRAM

STRATEGIES AND SPECIFIC TASKS

RESPONSIBILITIES

TIMING

Municipal apprehension with respect to the programs has led to somewhat uncommitted municipal administrators and decision makers.

(Continued from the previous page)

6. Provide municipalities with complete and up-to-date information which will allow them to more effectively implement and administer the programs.

This work program is intended to complement the previous one. Much municipal time is taken up in an attempt to get answers to questions which consistently arise. Very often the questions raised are common among municipalities. Thus, this work program deals with updating the communicative tools currently being used by the CRB and stresses the kind of information given to municipalities and the manner in which it is delivered. This approach would have the effect of reducing some of the demands placed on the community renewal officer as discussed in the fifth work program.

- B. Review effectiveness of slide presentations on OHRP and NIP/RRAP
 - Determine from municipalities any improvements to be made
 - Re-develop presentation according to suggestions
- C. Develop and up-date a "resource kit" for municipalities which identify all funding programs which possibly could be used and piggybacking opportunities
 - Document existing programs
 - Develop example "packages" of programs which optimizes flow of funds into municipality
 - Distribute brochure to municipality
- D. Up-date current brochure which answers common municipal questions about the programs
 - Compile questions based on feedback from workshops and conversations
 - Develop answers and distribute to municipalities
- E. Prepare and distribute, through Ministry's existing periodicals, a monthly newsletter to municipalities
 - Identify appropriate periodical(s)
 - Write monthly article which
 - provides answers to common questions
 - informs municipalities about other experiences
 - provides up-to-date literature on key subjects

IMMEDIATE

CRB

CRB currently has slide presentations on OHRP and NIP/RRAP and are in process of up-dating them

IMMEDIATE

CRB

CRB has just completed a resource kit

IMMEDIATE

CRB

CRB has taken steps to compile common municipal questions

MID TERM

CRB

